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December 6, 1973

MEMORANDUM FOR: Director of Central Intelligence

SUBJECT: Civil Use of Classified Reconnaissance  
Systems, Technologies & Products

1. Tab A is a draft memorandum from Dr. Kissinger to several addressees associated with the subject. The tab includes a recommended reply to Dr. Kissinger from Chairman, COMIREX and a question from you to D/DCI/IC regarding the DCI's role in setting up a users panel.

2. As a result, Chairman, COMIREX and AD/DCI/IC revised the Kissinger draft presented in Tab B along with concurrence by ADDS&T, GC and OLC. OLC comments that "...we should discuss the program with our subcommittees..." and GC questions whether DCI's representative in this should be a member or observer.

3. The Tab B version of the draft memorandum was perceived as "stand-offish" by civil users and was clarified somewhat. I believe the clarifications do not compromise the separateness of civil and foreign intelligence users.

4. I recommend that:

a. you permit me to verbally inform David Elliott of NSC -- Kissinger's staff on this -- of your acceptance in principle of the Tab C memorandum pending the Congressional discussion OLC mentions;

b. you task OLC to gain acceptance of this concept and implementation with the appropriate subcommittees of Congress, and

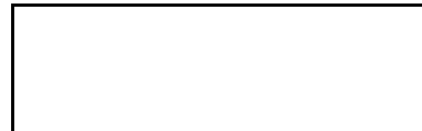
c. you designate Chairman, COMIREX as your representative to both the ICCERSP ExCom and to the Civil Users Panel.

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NSC review(s) completed.



✓ AD/DCI/IC

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25X1 Concurrence page for [redacted] "Civil Use of Classified  
Reconnaissance Systems, Technologies & Products," December 6, 1973

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Concur

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ADDS&T

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Concur

[redacted]  
Legislative Counsel

10 Dec 73

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Concur

[redacted]  
General Counsel

10 Dec 73

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Concur

[redacted]  
Chairman, COMIREX

11 Dec 73

MEMORANDUM FOR: *J/DCI/IC*  
*Shouldn't NSC task*  
*someone other than DCI*  
*to form a user's committee*  
*which could be in*  
*contact with Comirex*  
*for tasking, product etc.*  
*So that intel merely responds,*  
*but doesn't direct?* (DATE)

FORM NO. 101 REPLACES FORM 10-101  
 1 AUG 54 WHICH MAY BE USED.

8/3/73 (47)

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MEMORANDUM FOR: *Mr Colby*  
 SUBJECT:  ARGO

I do not believe the attached proposal and staff position reverses the earlier DCI decision with respect to establishing a COMIREX subcommittee for the ARGO functions.

The earlier proposal was that all of the ARGO functions be combined in such a subcommittee. The present proposal divides them: (a) the educational function to be handled by the interagency remote sensing committee, and (b) the tasking function to be handled by the subcommittee of COMIREX.

1 August 1973  
 (DATE)

cc: General Allen

FORM NO. 101 REPLACES FORM 10-101  
 1 AUG 54 WHICH MAY BE USED.

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31 July 1973

MEMORANDUM FOR: Director of Central Intelligence

FROM : Chairman, Committee on Imagery  
Requirements and Exploitation

SUBJECT : Comments on Draft Memorandum from  
Henry Kissinger on Civil Use of  
Classified Reconnaissance Systems,  
Technologies, and Products

1. Action Requested: Dave Elliott, NSC Staff, has forwarded for review and comment the attached draft of a memorandum to be signed by Henry Kissinger which would update and regularize civil agency handling and uses of classified satellite photography acquired over the U.S. The memorandum, among other things, calls for the DCI to form a civil applications subcommittee to COMIREX and to have a representative on an existing interagency committee dealing with earth resources survey activity. Paragraph 8., below, recommends that you concur in the substance of the proposed memorandum.

2. Background: As you may know, for some years civil agencies such as U.S. Geological Survey (USGS/Interior) and the National Oceanic and Atmospheric Administration (NOAA/Commerce) have had relatively small programs to take advantage of classified satellite photography acquired over the U.S. With the exception of the USGS, for which there is a formal USIB-approved requirement, the needs of civil agencies have generally been met as by-products of satellite engineering operations over the U.S. or on an ad hoc basis as circumstances permitted. As the

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SENSITIVE INTELLIGENCE SOURCES  
AND METHODS INVOLVED

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attached draft memorandum indicates, the instrumentality for consolidating and channeling these civil agency requests in the past has been the ARGO Steering Committee, which is now defunct.

3. A number of activities have taken place during the last year or so which have expanded the interests of civil agencies in the potential application of satellite photography to their problems.

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b. The initial acquisition of the lower quality, but unclassified, imagery from NASA's Earth Resources Technology Satellite (ERTS), and more recently SKYLAB, have heightened interest in the general application of satellite photography of the earth.

c. A Federal Mapping Task Force has recently completed a government-wide survey with the conclusion that satellite photography could be used to advantage in a number of civil map making activities.

All photography acquired by the classified satellite systems is handled within the TALENT-KEYHOLE Control System and is utilized in special facilities which have been established for these purposes.

4. The specific proposals contained in the attached draft are the result of extensive discussions which Dave Elliott has had with personnel in the agencies involved and in consideration of various options. He believes the proposal represents the best balance obtainable among all factors. The memorandum itself is relatively self-explanatory.

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5. The formation of a civil applications subcommittee attached to COMIREX, as proposed in the third paragraph of the draft, is feasible and would be a relatively straightforward means of handling civil agency requirements. Such a subcommittee would operate similar to present arrangements for defense mapping and charting requirements; that is, be an independent instrumentality for receiving, evaluating, consolidating, and prioritizing requirements in its field and transmitting these to COMIREX for inclusion and consolidation with all of the other tasks levied on the classified systems.

6. If the subcommittee proposal is implemented, care would be taken in drawing up its charter to assure that it is clear that neither the Director of Central Intelligence, nor the Chairman of COMIREX acting for him, has any role to play in determining civil applications, as such, and that the function of the subcommittee is to act as an interface between the civil and intelligence areas in channeling requests for data.

7. Staff Position: I believe that the attached proposal represents a feasible approach at this time to organizing and channeling civil agency actions in this area. I have discussed and reviewed the draft memorandum with Ed Proctor, Don Steininger, and Lew Allen who concur in it.

8. Recommendation: If you concur, I recommend that you authorize me to send a note to Dave Elliott indicating that this draft has been reviewed within the Agency, and with you, and that it appears substantively acceptable in its present form.

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APPROVED: \_\_\_\_\_

DISAPPROVED: \_\_\_\_\_

Attachment

Draft Memorandum "Civil Use of Classified  
Reconnaissance Systems, Technologies,  
and Products"

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Approved For Release 2006/09/15 : CIA-RDP76B00734R000100210002-6

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Subject: Comments on Draft Memorandum from Henry Kissinger on  
Civil Use of Classified Reconnaissance Systems, Technologies,  
and Products

Distribution:

Orig - DCI, return COMIREX \_\_\_\_\_

2 - A/DCI

3 - D/DCI/IC

4 - DDI

5 - A/DDS&T

6 - ER

7 - COMIREX

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DDI/COMIREX: [redacted] (31 Jul 73)

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Approved For Release 2006/09/15 : CIA-RDP76B00734R000100210002-6

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MEMORANDUM FOR: The Secretary of the Interior  
The Secretary of Agriculture  
The Secretary of Commerce  
Director, <sup>of</sup> Central Intelligence Agency  
Director, Office of Management and Budget  
Administrator, National Aeronautics and Space  
Administration

FROM: Henry A. Kissinger

SUBJECT: Civil Use of Classified Reconnaissance  
Systems, Technologies, and Products

The ARGO program was initiated in 1967 by the President's Science Adviser for the purpose of testing, on a limited basis, the utility of classified reconnaissance products as a tool in earth resource assessment. The results of the study were sufficiently encouraging that an interagency ARGO Steering Committee was established to facilitate expanded civil use of these classified data and systems, and in the succeeding period a number of projects were successfully carried out.

Experience has shown, however, that if these concepts are to be put into action on a considerably broader and more operational basis, a routine mechanism, not available now via ARGO, is required to receive, evaluate, and satisfy requests for new data. The present ARGO structure is also obsolescent with the regard to membership, and with the advent of the Interagency Coordinating Committee for the Earth Resource Survey Program (ICCERSP), the necessity of direct Executive Office involvement is no longer evident.



Approved For Release 2006/03/15 : CIA-RDP76B00734R000100210002-6

To move the concepts of ARGO toward greater realization and to update the organizational structure three actions are being taken.

-- The ARGO Steering Committee is abolished.

-- The Director of Central Intelligence (DCI) will form a civil applications subcommittee to the Committee on Imagery Requirements and Exploitation, which will receive, evaluate, consolidate, prioritize, and transmit to COMIREX requests for data, and will act as the interface with the civil user community in obtaining standardized requests and reaching compromises between requests and capabilities. The subcommittee will be chaired by the representative of the Department of the Interior, and will consist of representatives of the Departments of Agriculture, and Commerce, <sup>and</sup> the National Aeronautics and Space Administration. The <sup>chairman</sup> ~~security~~ of COMIREX and the DCI representative to the Executive Committee of ICCERSP will serve ex officio.

-- The Director of the Office of Management and Budget is requested to charge the Executive Committee of ICCERSP with the responsibility ~~to~~ <sup>viz-2-viz the Committee member agencies to</sup> stimulate, facilitate, and evaluate ~~among the Committee member agencies the~~ <sup>coordinate the incorporation</sup> exploitation of remote sensing by classified systems, to ~~employ as feasible~~ <sup>of</sup> classified reconnaissance technology in performance of the ERS function, and to report annually, in a classified annex to the annual ERS report, as to the status, progress, problems, and recommendations in obtaining and integrating classified data into the U.S. ERS program. The Executive Committee will be supplemented with a representative of the DCI, for the purposes of liaison and facilitating acquisition of clearances for member agency personnel.

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<b>OFFICIAL ROUTING SLIP</b>					
TO	NAME AND ADDRESS		DATE	INITIALS	
①	Dr. Steininger, ADDS&T		8/21	<i>[Signature]</i>	
2	Mr. Houston, GC				
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4	<div style="border: 1px solid black; width: 100px; height: 30px; display: inline-block;"></div> COMIREX				
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<b>Remarks:</b>  Attached is a draft memorandum on which I have had advice from most of you and from Mr. Colby. Before I go further with it, I would appreciate any further comments which you have.  <div style="display: flex; justify-content: space-between;"> <div style="text-align: center;"> <i>Concur</i>  <i>[Signature]</i> </div> <div style="text-align: right;">             NB Houston              comments              returned 8/27              per request           </div> </div>					
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UNCLASSIFIED		CONFIDENTIAL		SECRET	

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<p><b>Remarks:</b> <input type="text"/> On the whole the attached is an improvement. Re the last sentence, the implication is that the DCI designee would be a member of the civil users panel. Would it not be preferable if, as representative to the Executive Committee of ICCERSP, he could monitor the requests of the civil/users panel without being a member ? <input type="text"/></p>					
<b>FOLD HERE TO RETURN TO SENDER</b>					
FROM: NAME, ADDRESS AND PHONE NO.				DATE	
Lawrence R. Houston				8/21/73	
UNCLASSIFIED		CONFIDENTIAL		SECRET	

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<b>Remarks:</b> <p>Per our conversations, I feel that before this paper goes forward we should discuss this program with our subcommittees because of its domestic character and the fact that questions could be raised regarding the responsibility of other agencies to share in any increased cost involved. My only other thought is that the DCI representative should not have a voice (or appear to have a voice) in any policy decisions which will be made by the panel or the Executive Committee. Perhaps he could be called an intelligence advisor.</p>					
				DATE	
				8/28/73	
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FORM NO. 1-67 237 Use previous editions

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MEMORANDUM FOR: The Secretary of the Interior  
The Secretary of Agriculture  
The Secretary of Commerce  
Administrator, National Aeronautics & Space  
Administration  
Director, Office of Management & Budget

FROM: Assistant to the President for National Security Affairs

SUBJECT: Civil Use of Classified Reconnaissance Systems,  
Technologies, and Products

The ARGO program was initiated in 1967 by the President's Science Adviser for the purpose of testing, on a limited basis, the utility of classified reconnaissance products as a tool in earth resource assessment. These tests, which were incidental to regular operations, gave results sufficiently encouraging that an interagency ARGO Steering Committee was established to facilitate expanded civil use of these classified data and systems, and in the succeeding period a number of projects were successfully carried out.

Experience has shown, however, that if these concepts are to be put into action on a considerably broader and more operational basis, a routine mechanism, not available now via ARGO, is required to receive, evaluate and satisfy requests for new data. The present ARGO structure is also obsolete with regard to membership, and with the advent of the Interagency

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Coordinating Committee for the Earth Resources Survey Program (ICCERSP), the necessity of direct Executive Office involvement is no longer evident.

To move the concepts of ARGO toward greater realization and to update the organizational structure three actions are being taken.

-- The ARGO Steering Committee is abolished.

-- The Director of the Office of Management and Budget is requested to charge the Executive Committee of ICCERSP in behalf of the Committee member agencies with the responsibility to stimulate, facilitate, and evaluate the exploitation of remote sensing by classified sensor systems, to coordinate the incorporation of classified reconnaissance technology in performance of the ERS function, and to report, in a classified annex to the ERS annual report, as to the status, progress, problems, and recommendations in obtaining and integrating classified data into the US ERS program. The Executive Committee will be supplemented with a representative of the DCI for the purposes of liaison and facilitating acquisition of clearances for member agency personnel.

-- The Secretary of the Interior in conjunction with other addressees will form a civil applications panel which will receive, evaluate, consolidate, prioritize and transmit to the Chairman of COMIREX such civil requests for data from panel member agencies.

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This panel will act as the interface between civil users and the intelligence collectors in such a way that the Director of Central Intelligence will not be involved in judgments concerning civil users needs or priorities and that collection for this purpose will remain incidental to foreign intelligence collection. The panel will be chaired by the representative of the Department of the Interior, and will consist of representatives of the Departments of Agriculture and Commerce, and the National Aeronautics and Space Administration. The DCI's designee for this civil users panel and his representative to the Executive Committee of ICCERSP will serve ex officio.

Copy to  
Director of Central Intelligence

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NATIONAL SECURITY COUNCIL

*Chen, after file*

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November 16, 1973

NOTE TO:



The attached encompasses many of the suggestions I've received concerning the earlier draft on this subject, and I would like to have your final comments and/or concurrence.

*D.E.*

David Elliott



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DRAFT (

Approved For Release 2006/03/15 : CIA-RDP76B00734R000100210002-6  
MEMORANDUM FOR:

The Secretary of the Interior  
The Secretary of Agriculture  
The Secretary of Commerce  
Administrator, National Aeronautics  
and Space Administration  
Director, Office of Management and Budget  
Director, Central Intelligence Agency  
The Chief of Engineers, United States Army

SUBJECT: Civil Use of Classified Reconnaissance  
Systems, Technologies, and Products

The ARGO program was initiated in 1967 by the President's Science Adviser for the purpose of testing, on a limited basis, the utility of classified reconnaissance products as a tool in earth resource assessment. These tests, which were incidental to regular operations, gave results sufficiently encouraging that an interagency ARGO Steering Committee was established to facilitate expanded civil use of these classified data and systems. In the succeeding period a number of projects were successfully carried out.

Experience has shown, however, that if these concepts are to be put into action on a considerably broader and more operational basis, a routine mechanism, not available now via ARGO, is required to receive, evaluate and assist in satisfying requests for new data. The present ARGO structure is also obsolete with regard to membership, and furthermore, with the advent of the Interagency Coordinating Committee for the Earth Resources Survey Program (ICCERSP), the necessity of direct Executive Office involvement is no longer evident.

SECRET/SENSITIVE/XGDS/BY AUTH HENRY A. KISSINGER

update the organizational structure, the following actions are being taken.

- The Director of the Office of Management and Budget is requested to charge the Executive Committee of ICCERSP with the responsibility to stimulate and facilitate the experimental exploitation of remote sensing by classified sensor systems, and to coordinate the incorporation of classified reconnaissance technology in performance of the ERS function.
- The Secretary of the Interior is requested to form a Civil Applications Panel which will receive, evaluate, consolidate, standardize, prioritize and transmit to the Chairman of COMIREX all requests for classified reconnaissance data from <sup>the</sup> civil community. The Panel will supply information to the civil users so that they may knowledgeably formulate their requests, and will assist in reaching compromises between requests and capabilities. The Panel will act as the interface between civil users and the intelligence collectors, recognizing that the Director of Central Intelligence will not be involved in judgments concerning civil users needs or priorities and that collection for this purpose will remain incidental to foreign intelligence collection. The Panel will be chaired by the representative of the Department of the Interior and will consist of representatives of the Department of Agriculture and Commerce, the Corps of Engineers, and the National Aeronautics and Space Administration. Membership can be expanded at the discretion of the Panel.

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- The Director of Central Intelligence will designate a representative to serve ex officio on the Executive Committee of the ICCERSP and the Civil Applications Panel for the purpose of liaison with the intelligence community, as well as to assist in planning, to address issues connected with the use of classified material, and to facilitate the acquisition of clearances for users. Since the civil utility of data is enhanced if unclassified, the DCI's representative will be an intermediary on questions of the release of derived information.
- The ARGO Steering Committee is abolished.

Henry A. Kissinger

cc: Distribution list to be added at the time of final classification of this document.

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Approved For Release 2006/03/15 : CIA-RDP76B00734R000100210002-6

A Possible Statement by  
the DCI for Use with USIB & EXCOM

Use of National Photographic Reconnaissance  
Assets and Products for Civil Applications

The use of national photographic reconnaissance assets, particularly satellites, to assist the civil arms of the U.S. government raise certain questions of propriety. These assets have been developed and used as foreign intelligence capabilities and the National Security Act of 1947 forbids the Central Intelligence Agency from engaging in certain domestic activities. Further, I have assured the Congress and public that I will not engage in domestic U.S. actions which are not in support of authorized foreign intelligence activities. Nonetheless, sheer economics dictate the use of certain assets in support of civil applications to avoid costly duplication of their capability. Some experience has been gained in support of the USGS and under ARGO, an agreement between the DCI and the President's Science Advisor who was then located in the Office of the President (although this support did not identify matters prohibited under the National Security Act, it did concern U.S. domestic affairs).

In order to clear up this apparent paradox, I am seeking, after consultation with the Sec. Def., the authority of the President to declare that certain national photographic reconnaissance assets are in service of the civil agencies during periods of their use in support of U.S. civil applications and thus not in service of the foreign intelligence community at those specific times. There are certain constraints which must accompany this non-foreign intelligence control,

- My role as DCI after proper coordination will be to assure that civil use of these assets will be limited to non-interference with the foreign intelligence mission and that requirements are established solely by the civil agencies, while, as DCI, retaining only that control necessary to the protection of sources and methods.

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Approved For Release 2006/03/15 : CIA-RDP76B00734R000100210002-6

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The action of the President on November 23, 1973 in approving modification of the security controls for the products of photographic reconnaissance satellites should assist making more information available for civil applications and the current efforts (when approved?) to provide new machinery for civil applications of such products should provide the means.

The above steps should, when implemented, resolve the "domestic affairs" question as to intelligence satellite use in non-foreign intelligence civil applications. Implementation should be carefully undertaken to assure the constraints mentioned above are followed and new questions are promptly brought forward to me with recommendations for their resolution. For example, the question of use by the private U.S. sector of national photographic reconnaissance-derived information should be resolved as to what constitutes the national economic or political interest on the one hand while avoiding "favoritism" or "chosen instrument" charges on the other hand. Private sector use of information on the U.S. is a matter included in the responsibilities of the civil agencies while information on foreign areas must be considered within the total USG context of responsibilities for the current provision of foreign information to the private sector.

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Concurrence page for [redacted] "Civil Use of Classified  
Reconnaissance Systems, Technologies & Products," December 6, 1973

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Concur

ADDS&T

10 DEC 1973

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Concur

*D. J.* Legislative Counsel

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Concur

*Adm.* General Counsel

- 10 Dec 73

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Concur

Chairman, COMIREX 11 Dec 73

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December 6, 1973

MEMORANDUM FOR: Director of Central Intelligence

SUBJECT: Civil Use of Classified Reconnaissance  
Systems, Technologies & Products

1. Tab A is a draft memorandum from Dr. Kissinger to several addressees associated with the subject. The tab includes a recommended reply to Dr. Kissinger from Chairman, COMIREX and a question from you to D/DCI/IC regarding the DCI's role in setting up a users panel.

2. As a result, Chairman, COMIREX and AD/DCI/IC revised the Kissinger draft presented in Tab B along with concurrence by ADDS&T, GC and OLC. OLC comments that "...we should discuss the program with our subcommittees..." and GC questions whether DCI's representative in this should be a member or observer.

3. The Tab B version of the draft memorandum was perceived as "stand-offish" by civil users and was clarified somewhat. I believe the clarifications do not compromise the separateness of civil and foreign intelligence users.

4. I recommend that:

a. you permit me to verbally inform David Elliott of NSC -- Kissinger's staff on this -- of your acceptance in principle of the Tab C memorandum pending the Congressional discussion OLC mentions;

b. you task OLC to gain acceptance of this concept and implementation with the appropriate subcommittees of Congress, and

c. you designate Chairman, COMIREX as your representative to both the ICCERSP ExCom and to the Civil Users Panel.

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